

Message Text

CONFIDENTIAL

PAGE 01 SINGAP 02394 01 OF 02 010836Z

11

ACTION IO-14

INFO OCT-01 EA-11 ISO-00 AF-10 ARA-16 EUR-25 NEA-14 RSC-01

CIAE-00 DODE-00 PM-07 H-03 INR-10 L-03 NSAE-00 NSC-07

PA-04 PRS-01 SP-03 SS-20 USIA-15 OMB-01 TAR-02 SWF-02

AGR-20 AID-20 COME-00 EB-11 LAB-06 OIC-04 SIL-01

STR-08 TRSE-00 CIEP-02 CEA-02 DRC-01 /245 W

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R 010405Z JUN 74

FM AMEMBASSY SINGAPORE

TO SECSTATE WASHDC 662

INFO AMEMBASSY KUALA LUMPUR

AMEMBASSY JAKARTA

AMEMBASSY MANILA

AMEMBASSY BANGKOK

USUN NEW YORK 194

C O N F I D E N T I A L SECTION 1 OF 2 SINGAPORE 2394

E.O. 11652: GDS

TAGS: PFOR

SUBJECT: NON-ALLIGNED ACTIVITIES IN INTERNATIONAL ORGANIZATIONS

REF: A) STATE 099106 B) SINGAPORE 2293

1. BEFORE DEPARTING ON HOME LEAVE JUNE 2, I WOULD LIKE
TO PASS ON MY PRELIMINARY REACTION TO REF A, EVEN THOUGH
RESPONSE NOT REQUIRED UNTIL END JUNE.

2. I AGREE WHOLEHEARTEDLY WITH THRUST OF REF A THAT WE
SHOULD GIVE MORE ATTENTION TO OUR ECONOMIC RELATIONSHIPS
WITH THE LDCS. WHEN I WAS ASSIGNED TO E/ITP (1969-72) I
HAD GENERAL RESPONSIBILITY FOR US PARTICIPATION IN UNCTAD
AND OAS SPECIAL COMMITTEE ON TRADE AND FOR VARIETY
OF SPECIAL TRADE PROBLEMS VIS-A-VIS LDCS. I FOUND IT
EXTREMELY DIFFICULT TO GET SENIOR OFFICIALS OF THE
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PAGE 02 SINGAP 02394 01 OF 02 010836Z

DEPARTMENT OR OF OTHER DEPARTMENTS TO GIVE ATTENTION TO

THESE MATTERS. EVEN WITHIN EB, OUR PRIMARY CONCERNS AT THAT TIME WERE OUR PROBLEMS WITH THE EEC, JAPAN AND CANADA AND WE DEALT WITH THESE ISSUES BILATERALLY AND THROUGH THE GATT, OECD, G-10, AND OTHER ORGANIZATIONS PRIMARILY CONCERNED WITH PROBLEMS OF DEVELOPED COUNTRIES. UNCTAD, THE OAS TRADE COMMITTEE AND OTHER ESSENTIALLY LDC INSTITUTIONS WERE ORPHAS. PREPARATIONS FOR THE 1972 UNCTAD MEETING IN SANTIAGO, FOR EXAMPLE, WERE HANDLED AT THE MIDDLE LEVEL OF THE WASHINGTON BUREAUCRACY AND THE EMPHASIS WAS ON HOW TO GET THROUGH THE MEETING WITH A MINIMUM OF DAMAGE. OUR POSITIONS ON MOST ISSUES WERE BASICALLY DEFENSIVE AND VERY LITTLE IN THE WAY OF NEW POLICY THINKING WENT INTO OUR POSITION PAPERS. NO WONDER THE G-77 HAS BECOME INCREASINGLY FRUSTRATED BY THE LACK OF RESPONSIVENESS OF THE DCS TO THEIR REAL CONCERNS. OUR BASIC PROBLEM, I THINK, HAS BEEN THAT WE HAVEN'T ATTACHED A HIGH ENOUGH PRIORITY TO OUR ECONOMIC RELATIONSHIPS WITH THE LDCS AND THAT OUR POLICIES HAVE BEEN AD HOC RATHER THAN CONCERTED. IT IS MOST ENCOURAGING TO SEE THE ATTENTION AND THOUGHTFUL ANALYSIS NOW BEING GIVEN TO THESE MATTERS AS INDICATED BY REF A.

3. PART OF THE PROBLEM, PERHAPS, IS THAT NO OFFICE (OR NO SENIOR OFFICER) IN THE DEPARTMENT HAS CLEAR OVERALL RESPONSIBILITY FOR OUR ECONOMIC RELATIONS WITH THE LDCS. RESPONSIBILITIES ARE SPREAD THROUGHOUT THE OFFICES OF EB, THE GEOGRAPHIC BUREAUS AND IO. IT MIGHT MAKE SENSE TO CONSIDER ESTABLISHING A NEW OFFICE WITHIN EB WHICH WOULD CONCENTRATE ON LDC ECONOMIC AFFAIRS. THIS WOULD PROVIDE A FOCAL POINT FOR TACKLING THE PROBLEM OUTLINED IN REF A AND ENSURE THAT ONE SENIOR OFFICER AT LEAST AND A STAFF EXPERIENCED IN PROBLEMS OF DEVELOPMENT ARE DEVOTING THEIR UNDIVIDED ATTENTION TO THE PROBLEMS OF THE DEVELOPING WORLD.

4. PARA 4B OF REF A SUGGESTS WE CONSULT MORE FULLY WITH LDCS IN THEIR CAPITALS AND WASHINGTON. I THINK THIS IS AN IMPORTANT SUGGESTION AND WOULD HOPE WE COULD ARRANGE FOR SOME SYSTEMATIC WAY AND CONTINUING EFFORT TO DO THIS. I THINK SUCH CONVERSATIONS SHOULD BE AT A VERY SENIOR CONFIDENTIAL

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PAGE 03 SINGAP 02394 01 OF 02 010836Z

LEVEL AND THAT THEY NOT BE GENERALIZED DISCUSSIONS BUT ISSUE-ORIENTED AND TAILORED TO EACH INDIVIDUAL LDC. IN THIS WAY, WE MIGHT BEGIN TO DEMONSTRATE A REAL CONCERN FOR THE INTERESTS OF INDIVIDUAL LDCS AND PERHAPS HELP WEEN THEM AWAY FROM THEIR NACG/G-77 ASSOCIATIONS.

5. I THINK THE BEST CHANCE WE HAVE OF BREAKING DOWN THE SOLIDARITY OF THE NACG AND THE GROUP OF 77 IS TO DEVELOP

SOME POSITIVE INITIATIVES ON ISSUES WHICH ARE VITAL TO THE INTERESTS OF THE LDCS AND WHICH MAY CUT ACROSS LDC LINES. THE SECRETARY'S ANNOUNCED INITIATIVES ON WORLD FOOD AND ENERGY CONFERENCES ARE IDEALLY DESIGNED TO
A

ACCOMPLISH THIS. A PROGRAM TO ENSURE A MORE ADEQUATE SUPPLY AND EQUITABLE DISTRIBUTION OF FERTILIZER IS ANOTHER PRIME CANDIDATE. IF, AS SUGGESTED IN REF B, WE COULD DEVELOP A SERIES OF PROPOSALS ON OTHER ISSUES OF INTEREST TO LDCS WHICH WE ARE PREPARED TO DO SOMETHING ABOUT, FIND AN LDC SPONSOR OR SPONSORS, AND THEN ASSIST IN MOBILIZING SUPPORT, WE MIGHT BE ABLE TO RALLY SUPPORT AROUND THESE ISSUES AND IN THE PROCESS WEAKEN THE SOLIDARITY OF THE NACG/G-77. THESE ITEMS WOULD HAVE TO BE CAREFULLY SELECTED AND WE, OF COURSE, WOULD HAVE TO BE PREPARED TO PURSUE THEM VIGOROUSLY.

6. AMERICAN BUSINESS INTERESTS IN THE LDCS SEEM TO BE COMING UNDER INCREASING FIRE. A RECENT INR REPORT INDICATES THAT EXPROPRIATIONS ARE INCREASING AND THERE ARE MANY OTHER INDICATIONS OF GROWING ANTI-FOREIGN INVESTMENT SENTIMENT IN THE LDC. THE ALGIERS MEETING OF THE NACG IS A GOOD EXAMPLE OF THIS. IN LIGHT OF THIS, I THINK IT WOULD BE WISE FOR US TO REEXAMINE OUR RELATIONSHIPS WITH THE AMERICAN BUSINESS COMMUNITY BOTH IN WASHINGTON AND THE FIELD. AMERICAN BUSINESS SHOULD BE TAKEN MORE FULLY INTO OUR CONFIDENCE ON OUR ANALYSIS OF OUR GROWING PROBLEMS VIS-A-VIS THE LDCS AND THEIR
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PAGE 04 SINGAP 02394 01 OF 02 010836Z

SUPPORT FOR OUR POLICIES SHOULD BE SOLICITED. PERHAPS A CODE OF CONDUCT FOR OUR BUSINESSES OPERATING ABROAD, AS HAS BEEN CONSIDERED BY PBEC AND OTHER BUSINESS GROUPS, SHOULD BE EXAMINED AND POSSIBLY QUIETLY SUPPORTED BY THE USG.

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PAGE 01 SINGAP 02394 02 OF 02 010545Z

12

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C O N F I D E N T I A L SECTION 2 OF 2 SINGAPORE 2394

7. SINGAPORE IS NOT AT ALL ENTHUSIASTIC ABOUT THE NACG BUT GIVES IT LIP SERVICE AND ATTENDS ITS MEETINGS BECAUSE SINGAPORE DOESN'T WANT TO OFFEND THEIR NEIGHBORS OR OTHER LDCS, PARTICULARLY THE ARABS. THEY RARELY PARTICIPATE IN DEBATES AT THESE CONFERENCES AND THEY HAVE TOLD US PRIVATELY THAT THEY CONSIDER IT "A TOTAL WASTE OF TIME." IT IS UNLIKELY, HOWEVER, THAT THEY WOULD GIVE UP THIS ASSOCIATION UNLESS A NUMBER OF OTHER COUNTRIES, INCLUDING SOME WITHIN ASEAN, DECIDED TO OPT OUT. THEIR INTERESTS ARE INCREASINGLY DIRECTED TO ASEAN WHERE THEY SEE OPPORTUNITIES TO DEVELOP AND MAINTAIN CLOSE POLITICAL RELATIONSHIPS WITH THEIR NEIGHBORS AND DEVELOP SOME COOPERATIVE ECONOMIC PROGRAMS. THERE IS LITTLE I CAN SEE THAT WE COULD DO TO ENCOURAGE THEIR DISASSOCIATION FROM MACG OR CLOSER TIES WITHIN ASEAN, BUT CERTAINLY THEY ARE MOST UNENTHUSIAS-
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PAGE 02 SINGAP 02394 02 OF 02 010545Z

TIC ABOUT THE FORMER AND STRONGLY SUPPORTIVE OF THE LATTER.

8. I HAVE NO ILLUSIONS THAT OUR EFFORTS, HOWEVER WELL

CONCEIVED AND SKILLFULLY CARRIED OUT, WILL GO VERY FAR TO SATISFY NACG OR G-77 DEMANDS. BUT THE DEVELOPMENT OF POSITIVE POLICIES AND PROGRAMS PROMOTED WITH PATIENCE AND SKILL MIGHT IMPROVE OUR GENERAL IMAGE IN THE EYES OF SOME LDCS AND LOWER THE DECIBEL COUNT AT UNGA AND OTHER MEETINGS. IN ADDITION TO TRYING TO BE MORE FORTHCOMING, PERHAPS WE SHOULD ALSO MAKE IT CLEAR TO APPROPRIATE MEMBERS OF THE NACG AND G-77 THAT WE WILL NOT TOLERATE THE KIND OF STEAMROLLER TACTICS EMPLOYED DURING THE SIXTH SPECIAL SESSION AND THAT OUR PARTICIPATION AND COOPERATION WILL REQUIRE A MORE ACCEPTABLE WAY OF DEALING WITH THESE ISSUES. THE MORE RATIONAL MEMBERS OF THE NACG/G-77 CERTAINLY REALIZE THAT OUR PARTICIPATION AND COOPERATION IS ESSENTIAL IF THE UN AND OTHER MULTILATERAL ORGANIZATIONS ARE TO ACCOMPLISH ANYTHING. IF WE WERE TO LET THEM KNOW THAT THERE ARE LIMITS TO OUR TOLERANCE, THEY MIGHT CAUTION OTHER MEMBERS OF THEIR GROUP TO BE MORE REASONABLE. WE WOULD, OF COURSE, HAVE TO BACK THIS UP WITH SPECIFIC ACTION AS THE OCCASION REQUIRES.

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